13 July 1967

MEMORANDUM FOR: Deputy Director for Intelligence

SUBJECT:

Comments on US Position in the Trust Territory

of the Pacific Islands

REFERENCE:

Letter (undated) to DCI from Joseph C. Murphy, Managing Editor, Guam Daily News, Agana, Guam

- 1. The major thrust of Mr. Murphy's thinking seems to be that the US is in imminent danger of losing its position of influence in the Trust Territory of the Pacific Islands (TIPI) within 5 years, through a plebiscite in which, he predicts, the inhabitants of the Territory are likely to vote for union with Japan. This will have come shout, in his view, as a result of widespread indifference within the US Government toward the situation in the TIPI, the "botching" (to use his term) of our job as administrators of the area, and a rapidly growing pro-Japanese sentiment among the inhabitants. We have no reason to doubt the genuineness or sincerity of Mr. Murphy's concern, but we have considerable doubt concerning its validity.
- 2. We agree with Mr. Murphy's evident appreciation of the strategic importance of the area to US interests. Its location flanks the forward defense perimeter -- South Korea, Japan, the Ryukyus, Taiwan, and the Philippines -- and dominates the sea lenes to Southeast Asia and the South Pacific. Existing and potential bases at Saipan, Truk, Emploin, and elsewhere in the TTPI figure prominently in current US military deployment and planning. Retention of base rights, regardless of any possible future change in political status of the area, is of major importance to US forward strategy. (Guam, a major US base in the Marianas, is a US unincorporated territory, and thus not actually included within the TTPI. Its close proximity to the TTPI -- which almost surrounds it -- however, necessitates its consideration in the same strategic framework.)
- 3. The present legal status of the Territory is based on the trusteeship agreement between the United States and the United Nations Security Council which entered into force on 18 July 1947, under which the US administers the Territory. From 1947 until 1951, the Secretary of the Navy was responsible for administration of the Territory; since 1951, the Territory has been administered by the Secretary of the Interior (except for a brief period in 1952-53 when the Marianas Islands reverted to Navy administration). The quality of US administration has

Approved For Release 2001/09/03 PIA RD 79-01155 Ab00300020181-5

Approved For Release 2001/09/03 ALFD 279-01145 A000300020181-5

been the subject of considerable criticism for a number of years. There is some legitimate basis for such criticism; for more than a decade the islands, raveged by World War II, were badly neglected. Permidable logistic problems, complex ethnic and demographic conditions, a manger economic base, the relative inexperience of US administrators, and insufficient bulget appropriations all contributed to the discouragingly alow progress toward development of the Territory. In more recent years, however, impressive advances have been made. US esperopriations have been increased. The appropriation ceiling for 1966 was \$17.5 million; new legislation, signed into less on 10 May 1967, increases the ceiling to \$25 million for 1967, and to \$35 million for 1965 and 1969. Programs for education, economic improvement, health, and community development have sivenced at an accelerated rate. The first Peace Corps contingent arrived in Micronesia in the autumn of 1966; there are presently about 450 volunteers assigned throughout the Territerr, and this number is expected to increase to more than 700 by the and of the present columbar year. The indigenous Congress of Microscots. which convened its first regular session on 12 July 1965, represents a milestone in the Turritory's political advancement. The US has been mended by the UK for progress made, and American journalists -formerly highly critical of UB administration -- have begun to temper their exitioism. Much remains to be done - especially in building up the Beritory's economy -- but the evidence leads us to disagree with Mr. Marylo's contention that the job is being "botched".

4. From the outset, it has been 35 policy, in accordance with that of the W Trusteeship Council, to work toward preparation of the inhabitants of the TRT for eventual emercise of their right of selfdetermination. Council members realise that development of the TIPI into a visible independent state will be extremely alow. There is reason to doubt that the Perritory will ever become truly independent; a more likely course is for it to remain dependent on the UN or some major metion - probably the E. Anti-colonial elements in the UK, encouraged by the Componist Moc, have been critical of the UB for not giving the Servitory independence. Soviet propaganda, and the Soviet representative in the til Transpoship Council, regularly accuse the US of refusal to great independence to the islanders and of pursuing a course directed toward association of the Territory. Since the TRY is one of only three We trust territories remaining -- and Mauru is likely to become independent is 1965 -- it is likely that anti-colonial pressures on the E and Amstralia, administering authorities of the TITI and the Trust Territory of New Guines respectively, will increase. Thus, the external pressures tement greating of independence are largely propagated entitysted. We feel it highly unlikely that the islanders would opt for independence if a plebiscite were to be conducted in the near future.

Approved For Release 2001/09/06 QUARTO E 10 1 4 2000300020181-5

- 5. Mr. Murphy, however, maintains that there are strong internal pressures on the part of the inhabitants themselves for an election to determine their political future. The UN Visiting Mission, during their investigation of the TIPI in February-March 1967, made a special effort to test public opinion on this subject and found that very few inhabitants had a clear idea of the alternatives open to them. Most realized the extent of their dependence on the US and seemed to have genuine appreciation of the US administration; they also appreciated, however, the special protection given them as a UN trust territory. The Mission reported that the most common reaction was to ask, "Why is the UN rushing us? We are in no hurry." Many of the Micronesians wished to remain "with" or "part of" or "under" the US. Mr. Murphy's letter correctly reports that Senator F. T. Palacios of the Marienes delegation in the Congress of Micronesia informed the Visiting Mission that the people of the Mariana Islands want a plebiscite not later than 22 October 1970. Mr. Murphy failed to report, however, that the Senator went on to say, We have no doubt in our minds that we are ready to become an independent, unincorporated Territory of the United States of America or a Commonwealth of the United States." The Senator further stated that, because the islands would be unable, as an independent mation, to provide such needed public services as education and public health, they would have to seek foreign aid. Such nations as the US, URSE, China and Japan would probably offer aid, he claimed, in return for special concessions from the islands. He went on to say that, rather than be caught between these nations, the Marianas would prefer to be part of the US.
- 6. Available swidence does not support Mr. Murphy's prediction that the Micronesians will choose to join Japan if and when a plebiscite is held. Some of the older islanders may remember the "good days" of the 1920's when, under Japanese administration, the islands experienced relative economic prosperity, albeit accompanied by an influx of Japanese, Okinawan, and Korean laborers. At present there is probably some desire on the part of Japan for closer economic ties with the Territory in the fields of fishing and tourism, but such desires do not indicate a Japanese wish to annex the area. Japan could not afford to put substantial funds into the territory, nor could its air and naval assets provide protection for the islands.
- 7. All in all, then, we feel that Mr. Murphy is unduly alarmist in predicting that the US is going to lose the islands. A plebiseite is not imminent; when it does come, it is doubtful that the inhabitants will choose either independence or a return to Japan. Micronesian leaders realize that independence is not economically feasible, and most of them prefer to remain with the US, perhaps by union with Guam.

Approved For Release 2001/09/03: CIA-RDP79-01155A000300020181-5

External pressures for the holding of a plebiscite will likely increase, however, especially in the UM. The US, therefore, needs to continue its programs for constructive development of the TTPI to prepare for this eventuality.

> (signed) JAMES A. PURSILL

JAMES A. BRADMELL Director of Basic Intelligence

Attachments: 2 1. Basic Data Sheet on TIPI and Guam

2. Map: Pacific Islands

Distribution: O&1 - Addressee (w/attachments)

1 - GD/F, w/attachments) 25X1A9a 2 - D/OBI (w/l copy of attachments) :jmc/3057(13 July 1967) OD/OBI:

25X1A9a

CENTRAL INTELLIGENCE AGENCY OFFICIAL ROUTING SLIP OFFICIAL ROUTING SLIP ONAME AND ADDRESS DATE INITIALS DDY ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE The attached memorandum responds to Mr. Helms' marks: Jack, The attached memorandum responds to Mr. Helms' an undated letter from a private citizen in Guenice inceming the future of the US Trust Territory of Pacific Islands, Research and toriting was done by of the Far East/Pacific Branch, Geography ONE/FE. In addition, the drafting officer ferred informally with IMR and Dependent Area and the inceming courses of information and some the territor material included. FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE		SENDER WILL CH UNCLASSIFIED	1ECK CLAS	SIFICAT	ION T	OP A	VD E	ОТТОМ
OFFICIAL ROUTING SLIP O NAME AND ADDRESS DATE INITIALS DDY ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT PILE RETURN CONCURRENCE INFORMATION SIGNATURE THE AUTHORITHM OF THE SETTING THE AUTHORITHM OF THE SETTING THE AUTHORITHM OF THE US TRUST TEXTILITY OF PROCEEDING THE US TRUST TEXTILITY OF PROCEDURE AND THE SETTING OF THE SETTING OF THE FEBRE PROCESS OF THE CONTENTS OF THE FEBRE PROCESS OF THE CONSULTANT OF THE SETTING OF THE		7		CONFI	DENT	AL		
ACTION DIRECT REPLY PREPARE REPLY ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE The attached memorandum responds to Mr. Helms' quest of 10 July for an analysis of the contents an undated letter from a private citizen in Guenn cerning the future of the US Trust Textitory of Pacific Islands. Research and initing was done by of the Far East/Pacific Branch, Geography Island, with brief contributions from OCI/WE/UN ONE/FE. In addition, the drafting officer Cerred informally with INR and Dependent Area irs (UMP), State, and with the Consultant to House Committee on Interior and Insular Affairs, cerning sources of information and Some of the tentire material included. FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE		CENT	RAL INTE	LLIGENCE	AGE	NCY		
ACTION DIRECT REPLY PREPARE REPLY ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE The attached memorandum responds to Mr. Helms' quest of 10 July for an analysis of the contents an undated letter from a private citizen in Guenn cerning the future of the US Trust Textitory of Pacific Islands. Research and initing was done by of the Far East/Pacific Branch, Geography Island, with brief contributions from OCI/WE/UN ONE/FE. In addition, the drafting officer formed informally with INR and Dependent Area irs (UNP), State, and with the Consultant to House Committee on Interior and Insular Affairs, cerning sources of information and Some of the tentire material included. FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE		OFFI	CIAL F	ROUTH	NG :	SLI	P	•
DDI ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE THE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE THE ACTION SIGNATURE THE ACTION OF THE CONTENTS AN UNDERSTORMED AND SIGNATURE THE ACTION OF THE CONTENTS AN UNDERSTORMED AND SIGNATURE THE ACTION OF THE CONTENTS AND ACTION OF THE CONTENTS AND OF THE FAIR EAST/PROIFIC Branch, GOOGRAPHY ONE/FE. In addition, the drafting officer formed informally with INR and Dependent Area AITS (UMP), State, and with the Consultant to HOUSE COMMITTEE ON INTENTS AND FROM: NAME, ADDRESS AND PHONE NO. DATE FROM: NAME, ADDRESS AND PHONE NO. DATE PAPPARE REPLY PREPARE PROMISED AND PROPERTY PREPARE REPLY PREPARE REP	70							1677777 41 0
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE TO THE FOR EAST, PROBLET CATTERING OF THE FORMATION SIGNATURE THE ACTION SI	1-							INTIALE
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE The attached memorandum responds to Mr. Helms quest of 10 July for an analysis of the contemts an undated letter from a private citizen in Guem cearning the future of the US Trust Textitory of Pacific Lalands. Research and uniting was done by of the Far East/Pacific Branch, Geography ONE/FE. In addition, the drafting officer tired informally with INR and Dependent Area irred informally with INR and Dependent Area irre (UNP), State, and with the Consultant to House Committee on Interior and Insular Affair, cerning courses of information and some of the FROM: NAME, ADDRESS AND PHONE NO. DATE								:::
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE TO SULLY FOR AN ANALYSIS OF THE CONTENTS ACCOUNTING THE GENERAL GEOGRAPHY OF THE Far East/Pacific Branch, Geography ONE/FE. In addition, the drafting officer ferred informally with INR and Dependent Area AIRS (UMP), State, and with the Consultant to HOUSE COMMITTEE ON Interior and Insular Affairs, FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE	2			·				31
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE TO SULLY FOR AN ANALYSIS OF THE CONTENTS ACCOUNTING THE GENERAL GEOGRAPHY OF THE Far East/Pacific Branch, Geography ONE/FE. In addition, the drafting officer ferred informally with INR and Dependent Area AIRS (UMP), State, and with the Consultant to HOUSE COMMITTEE ON Interior and Insular Affairs, FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE	į							
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION GONCURRENCE INFORMATION SIGNATURE THE ACTION GONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE THE CONTENTS T	+)		W. Committee		:	•		
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE TO SULLY FOR AN ENTIRE CONTENTS TO SULLY FOR AN ENTIRE TEXTITION OF SECURITY OF SIGNATURE THE ACTION SIGNATURE THE AC	4					٠.		-
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE ACTION SIGNATURE TO SULLY FOR AN ENTIRE CONTENTS TO SULLY FOR AN ENTIRE TEXTITION OF SECURITY OF SIGNATURE THE ACTION SIGNATURE THE AC				1 1 -				7 -
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE AUTOCHMENT FILE RETURN THE AUTOCHMENT FILE RETURN SIGNATURE THE AUTOCHMENT OF AN AUGUSTAL OF THE CONTENTS AN UNDEST OF 10 July for an augustal of the contents an undated letter from a private citizen in Guern Example of the US Trust Territory of Pacific Islands. Research and writing was done by Of the Far Fast/Pacific Branch, decarably ONE/FE. In addition, the drafting officer CITY OF THE CONTENT OF THE CONSULTANT TO FORTH OF THE CONSULTANT TO HOUSE COMMITTEE ON Interior and Insular Affairs, TERRITOR SOURCES OF INFORMATION CAN SOME OF THE FOLD HERE TO RETURN TO SENDER FROM: NAME. ADDRESS AND PHONE NO. DATE	5			• • • • • • • • • • • • • • • • • • • •				
ACTION DIRECT REPLY PREPARE REPLY APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE AUTOCHMENT FILE RETURN THE AUTOCHMENT FILE RETURN SIGNATURE THE AUTOCHMENT OF AN AUGUSTAL OF THE CONTENTS AN UNDEST OF 10 July for an augustal of the contents an undated letter from a private citizen in Guern Example of the US Trust Territory of Pacific Islands. Research and writing was done by Of the Far Fast/Pacific Branch, decarably ONE/FE. In addition, the drafting officer CITY OF THE CONTENT OF THE CONSULTANT TO FORTH OF THE CONSULTANT TO HOUSE COMMITTEE ON Interior and Insular Affairs, TERRITOR SOURCES OF INFORMATION CAN SOME OF THE FOLD HERE TO RETURN TO SENDER FROM: NAME. ADDRESS AND PHONE NO. DATE	_							
APPROVAL DISPATCH RECOMMENDATION COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE Attached memorandum responds to Mr. Helms Quest of 10 July for an analysis of the contents an undated letter from a private eltimen in Guent cerming the future of the US Trust Textitory of Pacific Islands. Research and triting was done by of the Far East/Pacific Branch, deography of the Far East/Pacific Branch, deography ONE/FE. In addition, the drafting officer ferred informally with INR and Dependent Area LITS (UNP), State, and with the Consultant to House Committee on Interior and Insular Affairs, startive material included. FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE	5				_ , _ ,	ei:		. 9:38.20
COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE attached memorandum responds to Mr. Helms an undated letter from a private citizen in Guam responds the future of the US Trust Territory of Pacific Islands. Research and writing was done by of the Far East/Pacific Branch, decignably of the far Consultant to House Committee on Interior and Insular Affairs, therefore interior and Insular Affairs, therefore interior included. FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE			DIREC	T REPLY	+	lane		
COMMENT FILE RETURN CONCURRENCE INFORMATION SIGNATURE THE AUTHORMATION TO SENDER FROM: NAME. ADDRESS AND PHONE NO. DATE INFORMATION SIGNATURE RETURN SIGNATURE RETURN SIGNATURE RETURN SIGNATURE RETURN SIGNATURE THE AUTHORMATION SIGNATURE THE AUTHORMATION SIGNATURE TO SUBJECT TO SENDER FROM: NAME. ADDRESS AND PHONE NO. DATE THE AUTHORMATION SIGNATURE THE AUTHORMATION SIGNATURE THE AUTHORMATION SIGNATURE RETURN SIGNATURE TO SET IN SIGNATURE RETURN SIGNATURE TO SET IN SIGNATURE RETURN SIGNATURE 25X 25X 25X 25X CONCEPTED IN CONCEPTED SIGNATURE 25X 25X CONCEPTED SIGNATURE 25X 25X 25X CONCEPTED SIGNATURE 25X 25X CONCEPTED SIGNATURE 25X CONCEPTED SIGNATURE 25X 25X CONCEPTED SIGNATURE 25X 25X CONCEPTED SIGNATURE 25X 25X CONCEPTED SIGNATURE CONCEPTED SIGNATURE 25X 25X CONCEPTED SIGNATURE CONCEPT		APPROVAL				THE	AKE	REPLY
marks: Jack, The abtached memorandum responds to Mr. Helms quest of 10 July for an analysis of the contents an undated letter from a private citizen in Guem a practic Islands. Pacific Islands. Research and uniting was done by 25X of the Far East/Pecific Branch, decarably of the July of the Far East/Pecific Branch, decarably of the July of the Far East/Pecific Branch, decarably of the July			MAKENT DISPATCH RECOMMENDAT					
marks: The attached memorandum responds to Mr. Helms west of 10 July for an analysis of the contents an undated letter from a private citizen in Guenn according the future of the US Trust Territory of Pacific Islands. Research and triting was done by 25X of the Far East/Pacific Branch, Geography of the Far East/Pacific Branch, Geography ONE/FE. In addition, the drafting officer ferred informally with IMR and Dependent Area (UNP), State, and with the Consultant to House Committee on Interior and Insular Affairs, carning courses of information and some of the tentive material included. FOLD HERE TO RETURN TO SENDER FROM: NAME. ADDRESS AND PHONE NO. DATE				i un	-			NUATION
reming sources of information and some of the vientive material included. FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE	rna	arks: Jack,	FILE INFOR	MOITAM		RETU	RN ATUR	
FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE	que es F	concurrence arks: Jack, The attached est of 10 July n undated lette aming the futu cacific Islands Research and to of the Far ion, with brief me/FE. In addi	memoran for an ir from ire of the contribition, to with I	dum reachalysical private US Twas do to the US Twas do to the draid MR and	te c rust ne b Brand fring Cting Dope	RETU SIGN IS to the Tex Tex Tex Tex Tex Tex Tex Tex Tex Te	RN ATUR D Marker COL/Color Col/Color Color Col	F. Holms' in Guent ony of 25X Franky MI/UN or
FOLD HERE TO RETURN TO SENDER FROM: NAME, ADDRESS AND PHONE NO. DATE	quadrate in the state of the st	concurrence arks: Jack, The attached est of 10 July n undated lette eming the future acific Islands Research and to of the Far ion, with brief ne/FE. In addi rred informally rs (UNP), State	memoran for an ir from ire of the writing East/Per contri	dum reachalysical private us do constitutions he draide in the this	te c rust ne by Brend Fire Tring Dope Con	RETU SIGN IS to the Itin Tox My My My My My My My My My My My My My	RN ATUR O Mo Color CT/C CL/C Can	E Holms ontents in Guent ory of 25X
FROM: NAME, ADDRESS AND PHONE NO. DATE	quadratic for the state of the	concurrence arks: The attached est of 10 July a undated letterming the future acific Islands Research and a of the Farton, with brief NE/FE. In additionally as (UNP), State wise Committee wing courses.	memoran for an ir from ire of the writing East/Pe contri tion, t	dum reachalyeis private US Twas do telfic Toutions he draid ith the	te c rust ne by Brend Fire Tring Dope Con	RETU SIGN IS to the Itin Tox My My My My My My My My My My My My My	RN ATUR O Mo Color CT/C CL/C Can	E Holms ontents in Guent ory of 25X
The state of the s	quadratic for the state of the	concurrence arks: Jack, The attached est of 10 July n undated lette aming the future acific Islands Research and to of the Far ion, with brief NE/FE. In additionally rs (UNP), State wase Committee ming cources of active unter-fal	memoran for an ir from ire of the writing East/Per contri tion, the with I and w on Inter fineform	dum recallysis of private us do constite: Toutions he draidly and ith the pation are constitutions.	te cirust ne by brene s fre ling Dope cond In	RETURNE SIGN IS to the Attacher To a construction of the Attacher To a construction	RN ATUR O Mo Color CT/C CL/C Can	E Holms ontents in Guent ory of 25X
D/ORT	quadratic for the state of the	concurrence arks: Jack, The attached est of 10 July n undated lette eming the future actific Islands Research and not the Far ion, with brief red informally rs (UMP), State mase Committee ming cources of entive material	memoran for an ir from ire of the writing East/Pe contri tion, the with I is and w on Inter include E TO RETU	dum reachalysical private us do not be us do not be draid lith the rior and sation ed.	te cirust ne by Brand Fring Dope of Con dd In	RETURNE SIGN IS to the Attacher To a construction of the Attacher To a construction	RN ATUR O Mo Color CT/C CL/C Can	F. Holms ontents in Guent ory of 25X (scaply life) in the control of the control

25X1A9a